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## III. PHILANTHROPY, CHARITIES AND SOCIAL PROBLEMS.

**The Warfare Against Consumption.**—Although still in its initial stages the active crusade against pulmonary tuberculosis is constantly enlisting new recruits and receiving ever increasing attention. The New York Department of Public Charities has established experimentally a pavilion for consumptive patients on Blackwell's Island, in one of the buildings vacated when the insane were removed from that island. The experience of the first month is distinctly encouraging, the average gain for the twenty-eight least advanced cases being three pounds. It is expected that eventually a separate hospital with a distinct medical service and management may be organized with accommodations for 350 patients.

The New York Academy of Medicine, while approving the above plan, has also initiated a movement for the establishment of a local sanatorium for incipient cases. The state hospital for incipient cases has also, after long delays, approved contracts for the purchase of a site at Ray Brook in the Adirondacks, and it is expected that the hospital buildings will be ready for occupancy by autumn. In the Rhode Island Legislature a bill has been passed for the establishment of a state sanatorium for consumptives with an appropriation for the purpose of procuring plans and specifications and the option on real estate; and in Maryland a bill has been introduced providing for the appointment of a state commission to investigate the subject. In New York a society for the prevention of tuberculosis, representative both of the medical profession and of laymen interested in this crusade, is in process of organization. Its scope will be identical with that of similar societies in Pennsylvania and other states, and in several European countries.

A bill has been introduced in the Massachusetts Legislature providing for an appropriation of \$150,000 for the purchase of a suitable site and for the construction of a new hospital for consumptives. The state already has such an institution at Rutland, which has recently been enlarged through the appropriation of \$110,000 made by the Legislature in 1901. The additional accommodations provide for seventy-five patients, making the total capacity 250.

Senator W. T. A. Fitzgerald, who has introduced the latest bill, contends that there is urgent need for the new institution. He claims that there were 20,000 cases of consumption in Massachusetts last year and 6,000 deaths; that not more than one-fifth of the patients suitable for admission at Rutland apply for examination because of

the well-known fact that the institution is always full and the chances for admission not good. As it was, more than 200 of the admittedly incipient cases were refused accommodations because of the lack of room. Finally, it is believed that the sexes should be separated, and that there should be an institution for the male patients and one for the female patients.

Prizes amounting to \$4,000 have been offered by the committee appointed by the King of England for the best description of a complete sanatorium for tuberculous patients, under the following conditions: Plans may be sent in by a physician alone, or by a physician and an architect, for a sanatorium to accommodate fifty men and fifty women, eighty-eight beds to be for free patients, and twelve for private patients, each patient to have a separate room. The sanatorium will be on high ground, open to the sun, and protected from cold winds, with dairy, park, woods and a good water supply. It will contain the newest hygienic appliances, and is to be modern in all respects. Three prizes of \$2,000, \$1,000 and \$500 will be awarded for the best works on the subject. The committee in charge of this competition consists of Sir William Broadbent, Sir Richard Douglas Powell, Sir Francis Laking, Sir Felix Semon, Sir Hermann Weber and Dr. C. Theodore Williams.

**Lodgings for the Homeless and the Repression of Vagrancy.**—The Philadelphia Society for Organizing Charity has distributed among its constituency 10,000 pamphlets with the caption, "Concerning Tramps and Beggars." The directors of the society announce the receipt of a gift amounting to \$50,000, for the purchase of a site and the erection thereon of a model wayfarers' lodge and woodyard. The building, which is now in course of erection at 1720 Lombard Street, is briefly described in this attractive little book, together with some expert testimony as to the best way of dealing with tramps and beggars. The Philadelphia society already maintains two lodges, where lodging, meals and bath may be had for at least three days in exchange for work. Last year over 33,000 lodgings and 60,000 meals were worked for. The capacity of the Southern Lodge will be more than trebled when the new building is completed, the increase being from 60 to 208 beds.

Work was begun on the new building in September. Fireproof construction has been adopted, and special emphasis has been placed on four things—ample bathing and disinfecting facilities, thoroughly good ventilation, plenty of cubic air space for each sleeper (there will be no double-deckers), and every precaution against fire. "We believe in working the able-bodied men hard during the three or four hours that they are expected to work," the announcement says, "and

then in treating them like men. To this end a large assembly and reading room is provided on the first floor and a smoking-room for those who prefer it in the basement. The men will have a chance to wash their underclothing. Cleanliness and good discipline will be strictly enforced."

The floor plans, which are printed in the pamphlet, show in detail the method of dealing with lodgers which is to be adopted. In the basement are the storage bins for the wood, the stables, tool-room and smoking room. The assembly room, on the first floor, will be open in the evening. It may also be used at times for social and religious meetings. Any well-accredited religious association will be encouraged to hold meetings there at suitable seasons, though attendance will not be made compulsory. The second floor will be devoted to the men's dormitories, baths and compartments where they may wash their clothing. The dining-room, kitchen, store-room and additional dormitories for men are on the third floor. On the fourth floor sixteen beds will be provided for homeless women, separated from all communication with the men's apartments. It is not the purpose of this institution to shelter many women, as other shelters under good management are already provided, but emergency cases will be received here. The laundry work of the institution will be done on this floor. It is expected that the building will be completed and ready for use early in May, 1902.

**In Chicago.**—The police station-houses of Chicago are not now used as free lodging-houses. Commenting upon the order of the superintendent of police, introducing the change of policy, the official organ of the Bureau of Charities says:

"The unenviable notoriety which Chicago has suffered for years as a Mecca for tramps has undoubtedly been due in large measure to the free police-station lodgings provided here, and to the accompanying freedom from arrest which has prevailed. . . . Every police station has been a headquarters from which daily during the winter has issued a group or swarm of beggars to prey upon the neighboring resident districts. So long as the city provided free lodgings without food, the private citizens had to provide food."

A new municipal lodging-house supported by the city, but managed by the City Homes Association, was opened in December, 1901, Mr. Robert Hunter, Organizing Secretary of the Bureau of Charities, taking temporary charge. Mr. Hunter reports that there has been a steady falling off in the number of applications for lodgings since the institution was opened. The attendance at first ran from 180 to 200; it now seldom exceeds 100, and is often as small as 50, averaging 73 for the first two months. Fifteen hundred different lodgers were

entertained. The lodgers are expected to do a specified amount of work on the streets on the following morning, and this has discouraged the professional tramps from applying.

**In Boston.**—Mr. Edward Riley, who has been superintendent of the Wayfarers' Lodge in Boston for twenty-one years, asserts that no tramp has applied there for lodging in five years. The lodge has beds for 150 men, and throughout the winter its average is about 125 per night. They are required to cut a certain amount of wood to pay for their accommodation.

"The men who come here," says the superintendent, "are men who do outdoor work in the summer on the sewers and railroads or on the farms. They live from hand to mouth; when their job is done they have little on hand, and then they drift from city to city looking for work. Sometimes they come to town with \$20 or \$30, and after a night's drunk they are in the woodyard.

"Another class of men are mill hands out of employment, going between Fall River and Lowell, from the big mill towns to north of us to the big mill towns to south of us, and back again. Boston is the natural stopping place. If they get here at night they can earn their lodging and breakfast for two hours' work in the morning. They are a good crowd to work, too. In ten years we have not made an arrest here. It was not so in our first ten years. We had plenty of real tramps to deal with then. Sometimes a man would just sit down and say he wouldn't work. He had to go to court then. Before this place was established the tramps used to lodge in the station-houses. There was no way to clean them, no way to make them work for their board.

"There aren't any tramps to speak of in Massachusetts. There's a state law here now that makes it a crime to beg, except of the proper authorities, and the proper authorities make them work for what they get. There's no use denying it, a tramp doesn't like to work. So they steer pretty clear of Massachusetts, summer and winter."

**In New York.**—The State Charities Aid Association in its annual report comments as follows on the New York City Lodging House at 398 First Avenue:

"Although the Lodging House has been open but a few years, it has more than justified the expense of establishing and maintaining it. The degree of its usefulness to the community is largely a question of proper administration, and the Lodging House has been on the whole very well conducted during the past year. Scrupulous cleanliness and order have obtained and the evils of "rounding" have been fought constantly. There is always danger that such an institution will increase the tramp evil, and an attempt is made to guard against this by the general rule that any lodger who presents himself more than

three nights in succession shall be taken to court and committed as a vagrant.

"Any person without money who applies for admission is received, his name, address and last place of employment taken, and these references are looked up the next day. Those of the lodgers whose references are unfavorable or falsely given, and most of those who overstep the three-night rule, are taken before a magistrate and are usually committed to the workhouse. If the appearance of an applicant indicates illness, or he states that he is ill, he is examined by a physician and given medical treatment, otherwise he is given a plain supper of bread and coffee, a shower bath and a clean bed, his clothes are thoroughly fumigated during the night, and in the morning he is given a simple meal."

The Committee on Mendicancy of the Charity Organization Society has undertaken a more systematic and active prosecution of the repression of begging in the public streets of the city. Mr. James Forbes, a former district agent of the society, has been assigned to the committee. Although as a precautionary measure the special agent has been made a police officer, it is not the expectation that he will himself officially make arrests, but that he will serve as a constant medium of communication between the public and the society on the one hand and the responsible officials of the Police Department and precincts on the other. The work of the committee is placed upon a more permanent basis by the organization of a central bureau of records and there is assurance of close co-operation, not only on the part of the special officers who patrol in citizen's clothes and are free to clear up particular localities regarding which complaints are received, but also on the part of the regular officers of the department.

**Charities and Public Efficiency.**—The close relation between good work in private charitable societies and a better administration of city government was urged as a claim for a wider appeal for public support by the Philadelphia Society for Organizing Charity, at its annual meeting in February.

After a reference to the large number of appointments by the reform administration in New York City of persons who had had experience in the practical work of organized charity, the report of the Board of Directors adds: "We could extend this list, but it is sufficient to illustrate—not that private charity is a convenient ladder for the public office-seeker, for the men selected are above that suspicion—but that good, private charitable work, if raised to the highest degree of efficiency and then liberally supported, can be of the greatest service to a good mayor in his efforts to give good government to his city. We cannot hope to do the larger tasks well until many citizens have

gone to school to private charity's smaller task, have learned by personal contact the way in which bad government oppresses the poor, and have come to appreciate the real needs of the many elements that make up an American city."

**Classification of Exhibits at the St. Louis Fair.**—The scheme of classification adopted for the World's Fair to be held in St. Louis in 1903 provides for fifteen different departments. That of Social Economy includes, as one of thirteen different subdivisions, a group entitled "charities and corrections." This group is again subdivided into seven classes: namely, destitute, neglected and delinquent children; institutional care of destitute adults; the care and relief of needy families in their homes; hospitals, dispensaries and nursing; the insane, feeble-minded and epileptic; the treatment and identification of criminals; supervisory and educational movements. The classification is based upon that adopted for the series of historical studies on "American Philanthropy of the Nineteenth Century," published in *Charities* and its predecessor the *Charities Review*. One division, which in the *Review's* classification was called "preventive work," is transferred to another group.

The titles of the main groups of the Department of Social Economy are as follows: Study and investigation of social and economic conditions; economic resources and organization; state regulation of industry and labor; organization of industrial workers; methods of industrial remuneration; co-operative institutions; provident institutions; housing of the working classes; the liquor question; general betterment movements; public health; municipal improvement; and charities and corrections.

**Outdoor Relief in Buffalo.**—At the annual meeting of the Buffalo Charity Organization Society it was reported that the city administration had reduced its outdoor relief by \$80,000 in the last three years, but that there had been no increase in poverty in that time and little increase in the demands made upon the society for assistance.

**The Study of Infectious Diseases.**—The Institute for Infectious Diseases, endowed with \$1,000,000 by Mr. and Mrs. Harold McCormick, of Chicago, will be devoted to the study and scientific investigation of infectious diseases. Dr. Ludwig Hektoen, at present connected with the Rush Medical College of the University of Chicago, has been appointed director of the institute and has selected as one of his assistants Dr. George H. Weaver, of Chicago. The institute has been incorporated and the work is already under way in temporary, rented quarters. When a suitable site has been found a permanent building will be erected.

**Visiting Nurse Societies.**—A valuable brief history of Visiting Nurse Work in America was presented at the Congress of Nurses in Buffalo in September, 1901, by Miss Harriet Fulmer, Superintendent of the Visiting Nurse Association of Chicago; and this address has been printed in the March number of the "American Journal of Nursing." The paper gives a brief statement in alphabetical order of all the societies at present operating in America, and of the special arrangements for visiting nurses when these are not in charge of a separate society.

The oldest of the visiting nurse societies is in Boston, having been organized in 1886. Fourteen nurses there work in connection with the dispensary physicians connected with the Boston Dispensary, established in 1796. This association is known as the Instructive District Nursing Association. The Visiting Nurse Association, of Chicago, was organized in 1890. Fifteen nurses are employed. It has also a staff of untrained women who are sent to remain in the home. It is non-sectarian, neutral and exclusively a public charity, supported by voluntary contributions, fees and legacies. The Association is managed by a Board of Directors of thirty-two women, and co-operates with all the organized charities of the city. It gives only nursing and medical care, and only such relief as pertains to the sick. The paramount object is instruction to the people in sanitary laws and hygiene and the care of their own families in time of illness. The newest of the fifty-three societies described is that of Hartford, which was started in February, 1901, and has one nurse.

Miss Fulmer quotes with approval the assertion "that the district visiting nurse work is the best means at the smallest cost of helping the conditions of the poor, sick or well."

**Hull House.**—Hull House was the first Social Settlement in Chicago, and is now the admiration and incentive of all the rest. Opened in 1899 with one building not too well suited to Settlement needs, it comprises now a group of six buildings, clustered about Polk, Halsted and Ewing Streets. There is no organization back of the Hull House, save a board of seven trustees, and these substantial improvements have been made possible by individual donors.

Many public entertainments are given in the auditorium—lectures, concerts and dramatics. Besides the classes common to all the settlements, Hull House has grammar school and college extension classes; classes in the history of art and music; classes in pottery, clay-modeling, metal work and wood-carving. A visiting nurse and a probation officer are in residence here, and a branch of the Chicago Post-Office is located in the coffee-house. The work for children, carried on in a building especially for them, is of the same nature, but on a larger



scale, as in other Settlements. The Day-Nursery, like the one in Eli Bates House, is a very important feature.

The most recent undertaking at Hull House is the Labor Museum, which is intended to demonstrate the development of the various industries from their respective forms to their present condition. It is hoped that this will give an historic perspective to manufacturers, and help workers feel a great interest—and therefore pleasure—in their task. The museum is at present most completely illustrated in the Textile Room, where spinning and weaving are done by foreigners familiar with the simpler processes in their own countries.

**Legislation in New York.**—The constructive and routine work of the state charitable institutions and the state hospitals for the insane in New York, of the State Board of Charities and of the State Commission in Lunacy have all been much disturbed and hampered by an attack instituted by the Governor and some of the leaders of the majority party in the Legislature against the existing system of state care for public dependents. The special point of attack was the unpaid local boards of managers upon whom the responsibility for the various institutions has heretofore rested.

In the case of the hospitals for the insane the attack has been successful in face of the united opposition of the charitable societies, of private citizens who have taken any active interest in the welfare of the insane, of nearly the entire newspaper press, of the medical societies and of every other organ of public opinion entitled to respect. The law which has been enacted transfers the management of the eleven state hospitals from the unpaid boards to the Commission in Lunacy, consisting of three paid members, one of whom is a physician, one a lawyer and one a "business man."

With this change there is an incidental transfer of an expenditure of nearly \$5,000,000 to the body which, under the constitution, is charged with the duty of inspecting and supervising this very expenditure. It is understood that the constitutionality of this act is likely to be tested in the courts on the ground chiefly that the same body cannot legally do the work which it is its duty to inspect.

A similar change was contemplated in the management of the state charitable institutions, but the strain of passing the Insane Hospitals bill appears to have discouraged the promoters of the plan, and the measure which has been introduced provides simply that the Governor may remove any superintendent or steward of the institutions on charges, without himself having the power to appoint a successor, and transfers to a newly created state official certain inspection and supervision which has heretofore been performed in the office of the State Comptroller.

**Supervision of Child-Saving Agencies in Ontario.**—A unique and apparently exceptionally effective system of caring for neglected children is in operation in the province of Ontario. The ninth report of the Superintendent of Neglected and Dependent Children, for the year 1901, has been submitted to the Attorney-General. It appears that there are in Ontario thirty children's aid societies engaged under the provisions of the Children's Protective Act in befriending neglected, destitute and orphan children.

The tendency is favorable to the foster home; and institutions, while still popular, are more than ever being regarded as better suited for the retention of defective children than for healthy boys and girls. Sixteen hundred children who have been placed in foster homes are registered in the office of the superintendent and are regularly visited and reported upon. These reports appear to establish the fact that the children placed out under this system are growing up contentedly, and are merged into the ordinary life of the community with a remarkable absence of unjust or unreasonable treatment. The extension of supervision to children placed out by orphanages and other institutions would be a great public gain, as it would eradicate the overwork and abuse so often complained of in this connection. The immigration of children from Great Britain, which for many years was carried on without restriction, is now under supervision and is conducted with due regard to the interests both of the children and of this province.

The superintendent, however, acknowledges that in spite of all the efforts put forth, many children continue to be neglected and are growing up to recruit the ranks of the criminals, the tramps and the worthless. There is room and opportunity for a much more aggressive work, and an urgent need for a greater degree of co-operation among Christian and benevolent organizations, so that all children may have a chance to grow up to honorable and useful citizenship.

The adoption of the Ohio law, enforcing responsibility of parents, is recommended. It is suggested that the time may have arrived when some limitation should be put on the establishment of new orphanages and children's homes. The importance of accurate records is urged and greater courage in dealing with defective children.

The report, which is a closely printed pamphlet of 109 pages, publishes details of the work of the various placing-out societies and industrial schools.

**The Cuban Conference.**—At the first Cuban Conference of Charities and Corrections, held in Havana, March 19 to 22, the following addresses were delivered by delegates from the United States:

Miss Mary E. Richmond, General Secretary of the Philadelphia Society for Organizing Charity, "Co-operation," and "Needy Families in Their Homes;" Mr. John M. Glenn, President of the National Conference of Charities and Correction of 1901, "What a Conference Can Do," and "Public and Private Charity;" Professor W. O. Atwater, Professor of Chemistry at Wesleyan University, "Diet for Insane," and "Diet for Children in Reformatories;" Mr. Edward T. Devine, General Secretary of the Charity Organization Society of New York, "Charity and the Organization of Charities," and "Needy Families in Their Homes;" Dr. A. B. Richardson, Superintendent of the Government Hospital for the Insane, Washington, D. C., "The Assistance and General Care of the Insane," and "Limit of Time for Observation;" Mr. Franklin H. Nibecker, Superintendent of the House of Refuge, Glen Mills, Pa., "The Merit and Demerit System in Reformatories," and "Reformatory Work;" Mr. Charles W. Birtwell, General Secretary of the Boston Children's Aid Society, "Placing Children in Families;" and Mr. Jeffrey R. Brackett, President of the Department of Public Charities, Baltimore, "Progress in Municipal Administration."

The membership of the Conference exceeded one thousand. The volume of proceedings will probably be printed in both Spanish and English. Among the practical fruits of the Conference is expected to be the establishment of a Charity Organization Society in Havana. It was decided to hold the next Conference in Santiago de Cuba in May, 1903. The Secretary for the second Conference is Dr. Julio San Martin, Havana.